

Alternatives, including the Proposed Action

This chapter describes alternatives to the proposed action for managing recreation to promote a *Semiprimitive Nonmotorized* experience on the shoreline of Waldo Lake. This chapter also summarizes alternatives considered but not developed further for this analysis and explains the rationale for not fully analyzing them. **Table 1** compares each alternative analyzed using key design items and the identified Needs for Action. **Table 2** displays the effects on key resource issues under each alternative analyzed.

Alternative 1 (No Action)

The No Action alternative is required by the Council of Environmental Quality regulations (40 CFR 1502.14(d)). This No Action alternative proposes no management changes at Waldo Lake. With respect to this proposed action, current management consists primarily of these components:

- All boat motors are allowed on the lake. Current Oregon State law prohibits open water boat speeds above 10 mph and wake zone boat speeds above 5 mph.
- Floatplanes are allowed access to the lake surface under current Federal Aviation Administration and Oregon State boating regulations.
- Public use of chainsaws and generators at dispersed campsites around the lakeshore is allowed in the Dispersed Recreation, Semiprimitive Nonmotorized area (MA 10e) around Waldo Lake with consideration for seasonal fire restrictions.

Alternative 2

This alternative would restrict the use of internal combustion motors and floatplanes at Waldo Lake in the following ways:

- Internal combustion boat motor use would be restricted to 4-stroke models only. The 10 mph and 5 mph boat speed limits would remain in effect.
- Motor restrictions on Waldo Lake would take effect two years after a decision is finalized, to educate boaters about the management change.
- The lake surface would remain open to floatplanes under current regulations.
- Public use of chainsaws and generators would be permitted at sites in the Dispersed Recreation, Semiprimitive Nonmotorized management area (MA 10e) around Waldo Lake with consideration for seasonal fire restrictions.

Alternative 3

This alternative would prohibit the use of internal combustion motors at Waldo Lake during the peak summer season in the following ways:

- Internal combustion boat motor use would be prohibited for approximately 60 days (July 15th until the first Monday after Labor Day, inclusive).

- Administrative exceptions (such as search and rescue, law enforcement, fire suppression, research/science monitoring, or trail maintenance) during the 60-day motor closure period could be approved by the Forest Supervisor.
- Internal combustion boat motor use would be restricted to 4-stroke models for the remaining 90 days (prior to July 15th, and after the Monday following Labor Day) of the summer/fall seasons. The 10 mph and 5 mph speed limits would remain in effect.
- Boat motor restrictions would take effect two years after a decision is finalized to educate visitors about the management change.
- The surface of Waldo Lake would be closed to floatplanes year-round.
- Public use of chainsaws and generators in the Dispersed Recreation, Semiprimitive Nonmotorized management area (MA10e) around Waldo Lake would be prohibited during the 60-day boat motor closure period and whenever seasonal fire restrictions are imposed in the area.

These restrictions would be implemented by amending the Forest Plan with two new standards worded in the following way.

- **FW- 323 Public use of all internal combustion boat motors on the surface of Waldo Lake shall be prohibited between July 15 and the Monday following Labor Day. Floatplane use on the surface of Waldo Lake shall be prohibited year-round.** Public use of 4-cycle boat motors outside the restriction period is allowed. Public use of electric boat motors is allowed year-round. Administrative use (including search and rescue, law enforcement, fire suppression, authorized research, or trail maintenance) of internal combustion motors may be allowed on Waldo Lake when approved in writing by the Forest Supervisor.
- **MA-10e-17 Public use of internal combustion devices (such as chainsaws and generators) on lands immediately surrounding Waldo Lake shall be prohibited between July 15 and the Monday following Labor Day.** Administrative use (including search and rescue, law enforcement, fire suppression, authorized research, or trail maintenance) of such devices may be allowed when approved in writing by the Forest Supervisor.

Alternative 4 (Proposed Action)

This alternative would prohibit the use of internal combustion motors at Waldo Lake in the following ways:

- Internal combustion boat motor use would be prohibited year-round.
 - Administrative exceptions to boat motor use, described in Alternative 3, could be approved in writing by the Forest Supervisor.
- Electric boat motor use would be allowed. The 10 mph and 5 mph speed limits would remain in effect.
- Boat motor restrictions would begin two years after the decision is finalized to educate visitors about this management change.

- The surface of Waldo Lake would be closed to floatplanes year-round.
- Public use of chainsaws and generators in the Dispersed Recreation, Semiprimitive Nonmotorized Management Area (MA 10e) around the lake would be prohibited year-round.

These restrictions would be implemented by amending the Forest Plan with two new standards worded in the following way.

- **FW- 323 Public use of all internal combustion boat motors and floatplanes on the surface of Waldo Lake shall be prohibited year-round.** Public use of electric boat motors on Waldo Lake is allowed. Administrative use (including search and rescue, law enforcement, fire suppression, authorized research, or trail maintenance) of internal combustion motors may be allowed on Waldo Lake when approved in writing by the Forest Supervisor.
- **MA-10e-17 Public use of internal combustion devices (such as chainsaws and generators) on lands immediately surrounding Waldo Lake shall be prohibited year-round.** Administrative use (including search and rescue, law enforcement, fire suppression, authorized research, or trail maintenance) of such devices may be allowed when approved in writing by the Forest Supervisor.

Alternative 5

This alternative would prohibit use of boat motors and floatplanes on Waldo Lake, and the use of chainsaws and generators at dispersed sites, in the following ways.

- No boat motor use, internal combustion or electric, would be allowed on Waldo Lake year-round.
 - Administrative exceptions to motor use described in Alternative 3 could be allowed with Forest Supervisor approval.
- Motor restrictions would begin the first summer after the decision is finalized.
- The surface of Waldo Lake would be closed to floatplanes year-round.
- Public use of chainsaws and generators in the Dispersed Recreation, Semiprimitive Nonmotorized Management Area (MA 10e) around the lake would be prohibited year-round.

These restrictions would be implemented by amending the Forest Plan with two new standards worded in the following way.

- **FW- 323 Public use of all boat motors and floatplanes on the surface of Waldo Lake shall be prohibited year-round.** Administrative use (including search and rescue, law enforcement, fire suppression, authorized research, or trail maintenance) of internal combustion motors may be allowed on Waldo Lake when approved in writing by the Forest Supervisor.
- **MA-10e-17 Public use of internal combustion devices (such as chainsaws and generators) on lands immediately surrounding Waldo Lake shall be prohibited year-round.** Administrative use (including search and rescue, law

enforcement, fire suppression, authorized research, or trail maintenance) of such devices may be allowed when approved in writing by the Forest Supervisor.

Alternatives Considered but not Analyzed in Detail

Designate Waldo Lake as Wilderness: Public comments have advocated for the inclusion of Waldo Lake and its shoreline into the Waldo Wilderness. While this management option would address the purpose and needs for action, only Congress has the authority to designate public lands as wilderness.

Modify or Close Developed Campgrounds: This proposal was also suggested in public comments. Suggested campground modifications were primarily directed at separating different kinds of campground visitors from each other. These suggestions did not directly address the purpose or needs for action under this proposed action and therefore were considered outside the scope of this analysis.

Zone the Lake Surface for Different Boating Uses: The Interdisciplinary Team (IDT) discussed zoning the lake for different types of boating experiences. This option was also discussed during the Waldo Subcommittee scoping process (Appendix D), as well as suggested in public comments. The IDT even looked at creating small motorized zones around boat launches to facilitate access issues for larger boats.

Dividing the lake into activity zones for different boat uses does not sufficiently address the stated needs for action of matching lake surface activities with the recreation experience objectives for the shoreline management area, and promoting a nonmotorized recreation opportunity on a large lake. The ability to perceive sound and sight disturbances for long distances across water bodies like Waldo Lake made the success of spatial zoning options questionable. Spatially dividing the lake for different uses would simply move the transition between different management objectives off the shoreline and onto the lake surface, without truly addressing the core need of having the same recreation experience objectives for the lake and its shoreline.

Zoning the lake into seasons of use for different activities was also discussed by the IDT, the Waldo Subcommittee, and mentioned in public comments. This option is currently represented in Alternative 3, which restricts internal combustion motor use during a 60 day period.

Change the Recreation Objectives for the Shoreline Area: The IDT considered changing the management objectives for the lakeshore to make them compatible with current recreation objectives for the lake surface and the three campgrounds. This option would meet the Forest Plan management objectives for the undeveloped shoreline, by managing the lakeshore and lake surface similarly. This option would not be promoting a nonmotorized boating experience on a large lake.

This option also would not meet prevailing public expectations for a *Semiprimitive, Nonmotorized* experience on the undeveloped shoreline of Waldo Lake. Public comments over the last ten years have voiced clear support for an undeveloped recreation setting around Waldo Lake, rather than a setting described by *Roaded Natural* management objectives. Additionally, the Forest Service is committed to maintaining an undeveloped landscape around Waldo Lake, except for the three existing campgrounds.

Other Options Raised in Public Comments: Public comments suggesting options for managing recreation use at Waldo Lake are summarized in the Public Involvement section above. Many of these options are represented in the existing set of action alternatives. Other suggestions were discussed above in this section. Some suggestions (e.g. prohibit long-term sailboat mooring, limit length of stay) have already been covered by existing Forest Service administrative regulations.

Many public suggestions focused on activities within the three developed campgrounds and did not address the proposed action's purpose of managing dispersed recreation on the lake and its Dispersed Recreation, Semiprimitive Nonmotorized management area. A few public suggestions dealt with mountain bike or horse use on the Waldo Lake trail system, and snowmobile and ATV use in the basin. These options were also seen as not directly connected to activities on lake or its shoreline. The Waldo Lake trail is set back from the shoreline for much of its length and trail users do not often interact with shoreline visitors. Therefore, trail uses and winter recreation activities were not included in this analysis.

An option to limit boat motor size (horsepower) was considered as an alternative to the proposed action by the IDT, but eventually dropped from further development. The IDT felt a limit on boat motor size (e.g. restricting motors to 10 hp or less) was redundant with existing alternatives, and more difficult to successfully administer. The IDT also concluded that existing alternatives to the proposed action would be more effective at meeting the identified needs for action than simply limiting boat motor size. Additionally, the size of a boat motor is not directly correlated to the setting impacts created by motorized recreation uses near the Dispersed Recreation, Semiprimitive Nonmotorized shoreline. District staff experience at Waldo Lake has found that smaller motors can be just as disturbing to shoreline visitors as larger motors. Therefore, a motor size limit would not fully meet the purpose and needs for action.

Table 1: Summary of Alternatives by Key Design Items and Needs for Action

Key Items	Alternative 1 (No Action)	Alternative 2	Alternative 3	Alternative 4 (Proposed Action)	Alternative 5
Boat Motor Use	Allow All Boat Motors 10 mph speed limit	Allow 4-Cycle internal combustion & Electric Motors 10 mph speed limit 2-year transition**	Allow 4-Cycle internal combustion & Electric Motors outside of restricted season* 10 mph speed limit 2-year transition**	Allow only Electric Motors 10 mph speed limit 2-year transition**	Prohibit all Motors No transition
Float plane Access	Allow Access	Allow Access	Prohibit Access	Prohibit Access	Prohibit Access
Chainsaw & Generator use at Dispersed Sites	Allow Use	Allow Use	Allow use outside of restricted season*	Prohibit Use	Prohibit Use
<u>Need for Action #1</u> Consistent with Allocated Shoreline Setting Objectives (number of days)	Inconsistent for 150 days	Inconsistent for 150 days	Consistent for 60 days Inconsistent for 90 days	Consistent for 150 days	Consistent for 150 days
<u>Need for Action #2</u> Promotes a Nonmotorized Large Lake Setting (number of days)	Does not promote	Does not promote, but improves setting conditions for 150 days	Promotes for 60 days, and improves setting conditions for the other 90 days	Promotes for 150 days	Promotes for 150 days

* Internal combustion motors prohibited from July 15th to the first Monday after Labor Day, inclusive.

** Restrictions on public use of boat motors would be delayed for 2 years to give boaters time to transition to new motor technology.

Table 2: Comparison of Environmental Consequences by Alternative and Issue

Issue/Criteria			Alternative 1 (No Action)		Alternative 2		Alternative 3		Alternative 4 (Preferred)		Alternative 5	
			Sites*	Days*	Sites*	Days*	Sites*	Days*	Sites*	Days*	Sites*	Days*
Motorized Disturbances to Semiprimitive Shoreline Site Visitors	Visual	Boat Motor - 2 cycle	51	150	0	0	0	0	0	0	0	0
		Boat Motor - 4 cycle	51	150	51	150	51	90	0	0	0	0
		Boat Motor -Electric	51	150	51	150	51	150	51	150	0	0
		Generators/Chainsaws	51	150	51	150	51	90	0	0	0	0
		Float planes	51	150	51	150	0	0	0	0	0	0
	Auditory	Boat Motor- 2 cycle	51	150	0	0	0	0	0	0	0	0
		Boat Motor- 4 cycle	51	150	51	150	51	90	0	0	0	0
		Boat Motor - Electric	0	150	0	150	0	150	0	150	0	0
		Generators/Chainsaws	51	150	51	150	51	90	0	0	0	0
		Float planes	51	150	51	150	0	0	0	0	0	0
Lake Access for Motorized Boaters and Floatplane Operators			No Change		No Change		Only Electric Motors for 60 days; 4-cycle and Electric Motors for 90 remaining days No Floatplanes		Only Electric Motors for 150 days; No Floatplanes		No Motors for 150 days; No Floatplanes	
Annual Forest Service Costs			\$5,600		\$15,100		\$21,100		\$19,100		\$18,100	
Boater Owner Costs (worst case scenario)		2- cycle Motors	No Costs		\$2200 251 boaters		\$2200 251 boaters		\$2300 251 boaters		No Costs	
		4- cycle Motors	No Costs		No Costs		No Costs		\$2300 99 boaters		No Costs	
<ul style="list-style-type: none">Number of sites that could be affected by motorized traffic by type on any given day, and the number of days that each disturbance is allowed at lake.Disturbance sources listed above are only those being directly affected by the one or more alternatives. Other motor sources will be discussed in the environmental consequences section of this analysis document.												